

MANAGEMENT AUDIT
of the
Security Services Section
GENERAL SERVICES DEPARTMENT

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by

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MSD

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CITY OF LOS ANGELES
CALIFORNIA

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December 22, 1980

The Honorable Council of the
City of Los Angeles

The Honorable Tom Bradley
Mayor of the City of Los Angeles

Ms. Sylvia Cunliffe, General Manager
General Services Department

Mr. Wendell J. Meyer, General Manager
Data Service Bureau

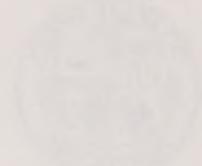
Transmitted herewith is the Management Audit Report of the Security Services Section of the General Services Department. The Audit was initiated in furtherance of City Charter Section 53 for the purposes of examining operational compliance and evaluating the efficiency and effectiveness of security operations. The report includes a special section, as requested by Council, covering the P-3, P-4, and P-5 levels below City Hall East.

Recommendations primarily involve actions by the General Services Department, some in cooperation with other departments. The General Manager, General Services is requested to report to this Office within four months detailing progress in implementing the Audit recommendations. This Office will then prepare an evaluation and transmit it, together with the Department report, to the Mayor and Council for information and necessary action.

One recommendation involves the issuance of an Executive Directive by the Mayor. A draft is being forwarded for his approval under separate cover.

K. Comrie
Keith Comrie
City Administrative Officer

KC:DJM:peh



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INTRODUCTION

This Management Audit of the Security Services Section was conducted under the Charter responsibility of the City Administrative Officer. It covers the security services provided to general City government, and excludes City organizations with their own security forces.

Also contained in this Audit is the response to a Council adopted Finance and Revenue Committee report which directed:

That The City Administrative Officer, with the cooperation of the Police Department, be directed to investigate the security procedures in effect at the Data Service Bureau and Departments of General Services, Fire and Police operations located on the P-3, P-4 and P-5 levels of City Hall East, and report the findings and recommendations to the Mayor and City Council.

The Security Services Section was a part of the Maintenance and Operations Division of the Bureau of Public Buildings, Public Works Department. Effective July 1, 1979, it was transferred to the newly formed General Services Department.

Security Services is responsible for security in the Civic Center area consisting of City Hall, City Hall South, City Hall East, South Mall and North Mall. It is also responsible for security at outlying sites which are: the Municipal Art Gallery and Junior Arts Center at Barnsdall Park, Watts Towers and Arts Center, Korean Bell site at Point Fermin, and Saugus Rehabilitation Center. Vehicle security patrols are also dispatched from City Hall to City facilities on Dorris Place, to the Print Shop and warehouses on Central Avenue and to the L.A. Warehouse on Commercial Street.

The Municipal Auditorium, Library, Harbor, Airports, Water and Power and Police Department have their own security organizations.

For more than two-thirds of the time, while other employees are not working, the Security Services Section forces

provide the first line of protection against fire, burglary, vandalism, property damage and threats to City property. After regular working hours, patrols are made of City facilities and employees and visitors are required to register at security stations. Unusual and hazardous conditions such as unlocked doors or fire hazards are reported.

During normal working hours, City employees take over much of the responsibility for safeguarding their work areas, while the Security forces perform other functions, such as directing visitors to proper destinations, directing incoming and outgoing vehicular traffic in a safe manner, preventing loitering on City premises, responding to calls regarding injuries and fires, acting as sergeant-at-arms at Civil Service Commission hearings, participating in flag-raising ceremonies, and assuring that only authorized persons enter City facilities.

Comparative evaluations were made with County, State and Federal security operations located in the Civic Center area. Technical assistance was provided by the Los Angeles Police Department.

The Audit Team interviewed Security personnel at all levels of the organization and observed operations on all watches and locations. We appreciate the complete cooperation received from all members of the Security staff.

SUMMARY

The City's Security Services Section, now part of the General Services Department, requires definition of responsibility, a clarification of the role expected of Security Officers, and increased management attention in areas ranging from setting of objectives to procedural improvements. Despite weaknesses in these areas, Security Services have been provided at an acceptable level and have been operated reasonably well.

It appears that a key reason for the weaknesses noted in the course of the audit is organizational. The position supervising Security in the former Bureau of Public Buildings also had responsibility for all custodial, maintenance, and alteration projects under the Bureau's jurisdiction. Because Security had fewer problems, it apparently received less management attention. It is expected that the formation of the General Services Department will provide the opportunity to institute a more reasonable span of control and improved management for Security. The Department has taken several positive steps to date, and is studying several problem areas identified in this report.

The primary responsibility for security belongs to the occupants of the space to be secured. It is not reasonable to expect Security forces making a maximum of two off-hour rounds, to serve as more than a fire watch or to detect any but the most flagrant incidents. However, there is no mechanism whereby the department occupying space can adequately survey its security needs with professional assistance. Also needed is a central coordinator for security requirements. This report recommends a City-wide security needs survey, coordinated by the General Services Department. This effort commenced prior to release of this report.

Other jurisdictions surveyed use fewer personnel than the City for comparable areas, but make more use of intrusion alarms and other security devices. The recommended survey should focus on alternatives to personnel for meeting security objectives. As an example, most building patrol activities could be eliminated if adequate smoke detectors were installed.

Several factors inhibit the security program. The City Hall East/Mall complex was designed in a manner which makes security very difficult. The increasing number of transients creates problems. Custodial work in the City Hall complex of buildings is performed primarily at night, creating a situation in which responsibility for unlocked doors and other security breaches is further diffused. While steps to totally correct

this situation probably are not cost effective, several alterations and procedural changes are recommended to improve security.

Staffing patterns were reviewed as part of the Management Audit. In general, outlying facilities present supervision and relief problems. Interviews with Los Angeles County indicate that a contract security force may achieve monetary savings. This report recommends a phasing out of City staff at outlying facilities and proceeding to contractual security. There are duplicate security offices in both City Hall and City Hall East, each run separately and having its own Principal Security Officer. This physical and organizational separation reduces flexibility and creates duplication. Consolidation is recommended. It is necessary to identify the basic minimum security level and the staffing (or contractual services) necessary to attain it through the security survey recommended above.

Several operational improvements are recommended, with several other areas identified for study and/or action by the new General Services Department. Training of Security Officers must be expanded, although the degree will depend on the role assigned by management. The Department has already provided for a 40 hour basic training course at a Community College and is developing further training plans. Several reports and forms overlap, and a savings is possible through consolidation. Security services absenteeism is higher than the City average, and alternative scheduling should be explored as a means of correcting this problem.

Included in this report, at the request of the Finance and Revenue Committee, is an analysis of the security needs of operations located on the P-3, P-4 and P-5 levels under City Hall East. These operations include computer and communication functions of the Data Service Bureau, Fire Department, Police Department and General Services Department. There currently is not a standardized procedure for gaining entrance to the P-4 level, and it is possible to move from one departmental area to another in some cases. We have recommended that a task force composed of the area's occupants develop a standardized entry procedure. In addition, specific security breaches were analyzed and recommendations for solutions are made.

The General Services Department has reviewed this report and concurs with the recommendations. However, the General Manager expressed certain concerns or reservations which we consider valid. Several recommendations depend on adequate office space becoming available, and a lack of space could impede implementation of desirable changes. Reservations were expressed as to the benefits of contract security and reliance on alarm

devices. The concerns are constructive and should be resolved when these matters are studied by the Department in detail.

Finally the Department expressed doubt that the recommendations could be accomplished within current budgetary funds as implied in the report. Until the recommended Security Survey is completed, the desirable level of security remains undetermined. Budgetary requirements therefore are not known, and increased resources are a possibility. The Data Service Bureau received the portion of the report covering its operations and concurs substantially with the recommendations.

RECOMMENDATION

That the Mayor:

1. Issue an Executive Directive stating the City's Security Policy covering such items as departmental responsibilities in the City's program, conduct of security surveys, and reporting and investigation of security violations.

That the General Manager, General Services Department:

2. Develop a plan to conduct a survey of the security needs of all City facilities under General Services Department jurisdiction, resulting in a comprehensive security plan for such facilities.
3. Clarify the role of Security Officers by consolidating and updating existing manuals and orders, with special attention to the topics of detention and arrest, use of force, relationships with clients, and permissible equipment.
4. In accordance with the role defined by management, develop a training program to insure that Security Officers have the requisite skills for their assignments.
5. In cooperation with the Police Department and Controller, develop criteria for the reporting of incidents to eliminate duplication.
6.
 - a. Combine the now separate Security Offices in City Hall and City Hall East into a Central Security Office. The Chief Security Officer should also relocate to this location.
 - b. Centralize the alarm systems from City Hall to the new Central Security location in City Hall East, P-3 level.
7. Develop and implement a plan for the contracting out of security services for certain facilities outside the Civic Center area now protected by City employees.
8. Within budgetary constraints, implement the procedural changes detailed in the findings of this report covering items such as reports, communications, absenteeism and physical alterations.
9. That a task force consisting of representatives from the following departments be created to develop an integrated Security Plan for the P-4 level of City Hall East:

City Administrative Officer
Police
Fire
Data Service Bureau
General Services

10. That the task force consider the following possibilities for improving the security on the P-4 level, and make appropriate recommendations to the Mayor and City Council.
 - a. Procedures for passing the Security Officer and entering of the areas must be made uniform. All regularly assigned personnel should be issued photo badges unique to the computer and operating centers. All non-assigned employees and visitors should be required to sign in and wear special "temporary" badges; and should be escorted from the Security Officer's post by an authorized Department employee unless they are specifically authorized access without escort. Regular Police, Fire, or other City identification cards should not by themselves be the basis for passing the Security Officer.
 - b. Alterations should be made in the Security Officer's immediate area so that either:
 - (1) Persons entering will be required to pass by the Security Officer one at a time. Regularly assigned personnel should place their special badge so that the Security Officer can see the photo on the badge; or
 - (2) A card or key activated turnstile is installed so that assigned persons with the special badges or special keys do not have to pass the Security Officer.
 - c. The Security Officer's booth should be equipped with a buzzer to notify the P-3 Security Office if assistance is needed. The Security Officer should also be furnished with an additional telephone line or an intercom to contact Departments on P-4.
 - d. A door should be constructed in the back hallway at the point where the DSB and Police Department areas come together.
 - e. Electric devices should be installed to alert the Security Officer and/or DSB personnel when either of the two freight elevators come to the P-4 level.

- f. An electric device should be installed to allow the security officer to control the door to EOC and Police Department area.
- g. Install locks that cannot be left in an unlocked condition on all perimeter doors in each Departmental area where they do not now exist.

FINDINGS

ROLE OF SECURITY IN THE CITY

The following discussion defines the security function as to what it should be, weaknesses in the City's security program, and recommendations for improvement.

Definition of Security

A recently published text on "Security Administration" provides a definition of security and its implications relative to developing and administering a security program:

Security provides those means, active or passive, which serve to protect and preserve an environment which allows for the conduct of activities within the organization or society without disruption.

Security measures should be based on an assessment of the risks against which protection is required, and the economies of providing such protection.

A security program should allow for the conduct of activities without disruption within an organization and should be integrated into the activities of the organization in the least obtrusive manner.

Three distinct types of security are personal, property, and information security, which should be balanced in an overall program.

The means of implementing a particular, operational level security program involve guard forces, investigative forces, safety programs, fire prevention programs, hardware and procedures. It is within the above framework of security that the Audit Team evaluated the City's security organization and programs.

Role of the Security Officer

Many City workers, transients, and visitors to the Civic Center think that Security Officers are Police Officers because in the dark blue uniforms they wear are similar to those worn by the Los Angeles Police Department's Police Officers. But Security Officers are neither Police Officers or peace officers, and it is unlawful for them (or anyone) to impersonate Police

Officers in any act. Even though some Security Officers state that some transients think they are Police Officers, the Security Officers cannot act in such a way to detain or threaten under an assumed role. Security Officers do not have the same training as Police Officers nor do they have the same powers according to the law.

One of the Security Officers' responsibilities is to protect persons and property, primarily acting in a preventive role, whereas, Police act in an enforcement and investigative role. This highly visible appearance is intended to deter violations, but if serious violations occur, a Senior Security Officer or Police Officers are called for help. As a last resort, a Security Officer may effect a citizen's arrest, but the City would be subject to lawsuits if a citizen's rights are violated by some improper procedure. For instance, many of the Security Officers carry batons, but they have not been trained in proper use. Injury to citizens through use of a baton could have serious repercussions.

Some Mall store proprietors feel that the Security Officers should do more in responding to trouble in their stores. Security Officers have been instructed that at no time are they obligated to respond or participate in incidents of any nature that are inside the businesses themselves. The Officers are to observe and report out-of-place incidents to their superiors. Store owners are notified to call the Police for problems in their stores.

Some of the following extracts from the Class Specification for Security Officers describe the duties of the Security Officer:

"Patrols City buildings, offices, yards, construction sites, and other areas, particularly when other employees are not working to protect against trespassing, vandalism, theft, property damage, fire, and other damages to property, and immediately notifies the Police Department, Fire Department, a craft repairman or the appropriate supervisor in case of an emergency; punches a watchman's time clock at specified clock stations; checks condition and operation of building equipment and assures that doors and windows are secure; stands watch at a major entrance to assure only authorized persons or vehicles enter; answers questions, directs visitors; and registers persons entering or leaving after hours."

"A Security Officer may be required to carry a sidearm but normally only for short periods of time during special assignments or when assigned to Police Department facilities." Security Services Security Officers are not armed, but the Police Department has armed its security officers protecting the

Treasurer's Office, Police Helicopter Hangar, and the Police Academy. The Audit Team did not discover any unusual situations which would justify Security Services Security Officers being armed.

Weakness in the City's Security Program

Noticeably lacking in the City is a structured systematic approach that City departments can use to identify and analyze security risks and develop cost effective measures needed to protect their operational environments. Some departments seek assistance from the Police Department, others request services from Security Services, while others implement their own security systems using the services of private security companies. Security protection for seemingly similar installations in Public Works yards ranges from guard dogs, 24-hour security guards, and electronic detection devices, to no security protection at all.

A wide variety of advanced state-of-the-art surveillance and detection equipment systems is on the market to assist security personnel. In some cases, these are more effective and have a lower overall cost than personnel. These systems include closed circuit television, individualized card keys, photo-electric beams, ultrasonic sound detection, microwave movement detection, heat sensors, and seismic detectors.

It is not possible to have security personnel at all points and at all times in public buildings. The use of equipment can provide eyes and ears on a continuous basis. Equipment alone cannot do the job, but must be used in conjunction with personnel.

A security survey of each City operational area is needed to identify threats to City operations, personnel or facilities, and to provide optimum levels of protection to reduce or eliminate threats such as fire or vandalism. Currently, the Security Services Section does not have personnel in their organization assigned to assist City departmental management in conducting security surveys, identifying the problems, and recommending cost effective security measures to correct them.

In general, the following items should be included and evaluated in the security survey:

- a. Analysis of the past loss history and problems, i.e., fire and vandalism.
- b. Review of fire prevention program and analysis of the most recent fire inspection of facility.
- c. Review of current security and police problems.

- d. Review of safety program.
- e. Key control program.
- f. After hours security provisions.
- g. Provisions for total loss catastrophe.
- h. Recommendations for improvement.

There is no formal investigative function in Security Services. However, effort is expended and clarification of the Security Officer's role is required. Duplicate crime reports are now being prepared by Security Services and the Police Department. Security Services indicates that all incidents should first be reported to Security and then if necessary, to the Police Department. The Controller's Manual indicates that all losses of City property should be reported to the Police Department with no mention of Security Services. A uniform method for reporting and investigating criminal acts should be established. (See Recommendation No. 5)

A City policy is needed to provide uniformity of direction and fix responsibility for action on security matters. The policy should provide information regarding security surveys, prioritization of security risks, and how the implementation of recommendations to correct security deficiencies is initiated and approved.

An experienced individual is needed to coordinate a City wide security program which includes assisting City departments in identifying and measuring risk exposure, and recommending cost effective measures to correct these problems. A subsequent section of this report contains a proposal to perform this task within existing resources. See Recommendation No. 2.

Fire Prevention and Warning System for Civic Center Buildings

The task of performing fire watch activities, one of the primary duties of the Security Officer, is further complicated by the features of City buildings. The Civic Center buildings, City Hall, City Hall East, and City Hall South do not have modern fire prevention systems now required for new high-rise structures in the City. They have neither a fire sprinkler system, nor an automatic fire-warning system. Only a manually-activated fire alarm system exists. A loud speaker system covers only a limited area in the corridors of each floor, and does not extend into work areas.

While the Audit Team was accompanying Security Officers on security patrols through Civic Center buildings, several fire doors, which were supposed to have been closed at all times, were propped open. Other exit doors were locked with no release bar attached, and the exit lights were out.

Large amounts of combustible materials were observed in areas where fires potentially could occur. During the Audit, a well involved fire, which occurred after normal working hours, was observed and reported by late working personnel in another office.

Security patrols usually pass through Civic Center buildings once or twice per watch. Sometimes because of the lack of personnel, no patrols are made. Even though security patrols could be made every two hours, this is too long a time for a fast-moving fire.

As a long-range objective twenty-four hour fire detection systems and alarms to alert building occupants and the Fire Department of fires should be installed. A cost and feasibility study should be conducted, and the results incorporated into an overall program.

In order to reduce the potential loss which could occur from fire in Civic Center buildings, an overall fire prevention program should be prepared involving the Fire Department, Security Services and other General Services personnel and building occupants.

City Security Policy

Recent events such as lack of security awareness by City organizations, increasing property losses, recent security breaches in City Hall and City Hall East, and poorly implemented departmental security programs suggest the need for a more systematic approach to improve the City's security program. A City policy is needed to provide uniformity of direction on security matters and fix responsibility for action. The policy should provide information regarding security surveys, identification and analysis of security risks, and the cost effective measures needed to correct them.

Security is every City employee's responsibility, and not only that of the Security Officer and the security organization. Employees should be responsible for their own personal property and that which is entrusted to them by the City. Theft or destruction of personal property while on the job should be reported by City employees to their supervisors. Supervisors should consult with Security Services regarding the detection and protection measures needed to safeguard their operations. Department heads should be responsible for reporting all criminal violations of security without delay so the proper investigation and prevention of future acts can take place. The Police operation for the area of the City where a facility is located should be responsible for criminal investigations with assistance provided by the security organizations and City departmental personnel.

The appropriate vehicle for implementing this policy is an Executive Directive. (See Recommendation No. 1)

PRACTICES IN OTHER JURISDICTIONS

In comparing City security operations with nearby County, State and Federal security operations, certain differences from City security became apparent. Areas where these agencies appear to have an advantage over City security operations are:

- a. More training for their security personnel.
- b. Security surveys and consultations for their operating departments.
- c. More extensive detection and surveillance equipment instead of security personnel.

Federal Protective Service (FPS)

The Audit Team interviewed the officer in charge of security operations at Federal buildings in this region, which extends from the Mexican border through Arizona into Los Angeles. The Federal Protective Service (FPS) is part of the General Services Administration. It has responsibility for all property owned or leased by the Federal government.

The FPS came into being in 1971 as a service function for disabled veterans. The security officers are not peace officers, but carry weapons and perform citizen arrests. Their title is Federal Protective Officer.

Training

Each protective officer receives an eight-week training course which includes use of mace, hostage handling, CPR, first aid, weapons qualifications, and general security subjects. The officers are required to qualify with their weapons and go through a mandatory two-hour weapons training exercise.

Security Equipment

A very complicated security equipment network exists in the Federal Courthouse building. It includes closed circuit television for outside areas, inside hallways and alarm systems from other Federal buildings located in the Los Angeles area. For instance, there are no guards provided to the Federal Administrative building located on Los Angeles Street after the building closes at about 5:00 p.m., but an Intrusion Detection System is set in place to alert the central control station of any intrusion. The building is checked throughout the night by a roving auto patrol which also checks other buildings. The Administration Building on Los Angeles Street has only two

contract guards during the daytime. This is quite a bit lower than the number of security personnel in comparable City facilities.

Security Procedures

The Officer in charge stated that the Detex Watchclock System used by the City is not used in the Federal service because of the fixed routine that the officers follow under a system requiring regular routes. The officers carry radios and can notify the central base station of their location and can receive messages. On the day watch, five to ten people provide all the security services for 10 to 15 Federal buildings located in the Los Angeles area. Some contract guard service is provided at the Federal Courthouse in the parking lot and in the parking garage area.

Significant items of difference from City operations at the Federal Protective Service were: the nonuse of security personnel in some Federal buildings; reliance on detection equipment and roving auto patrols during the off hours; extensive training program provided to personnel; security surveys provided to Federal organizations; use of fire detectors in the building; responsibility placed on client organizations for their own security; and the rotation of personnel between posts every two hours. Cost of security comes out of the client department's budget.

California State Police Security Operations

California State Police Security Operations in Los Angeles, are part of the Department of General Services, and are responsible for security operations at approximately 400 State facilities located in Los Angeles County.

There are three categories of security officers in State operations: State Police, Security Guards and Security Officers.

The State Police officers are peace officers, uniformed and carry arms. They are the visible officers located in State facilities and come in contact with the public. All watches will have some State Police officers on duty. They prepare reports on injuries and thefts, provide security consultation to State organizations, and have officers who investigate incidents at State facilities. The State Police also supervise Security Guards.

Security Guards are primarily fire watch officers. They do not wear distinctive uniforms, but wear khaki uniforms without patches or insignia. They do not come into contact with the public and are primarily on duty after the buildings are closed after 5:00 p.m. to approximately 8 a.m. They carry radios and

make building patrols. They do not enter departmental operational areas, but primarily check outer doors in hallways. They do not take public reports and only write notices of unlocked facilities or dangerous conditions.

Security Officers are peace officers, uniformed and carry arms. They are being phased out of the Los Angeles area and replaced by Police Officers.

The approximate pay ranges for the three classes of officers are: \$11,000 a year for Security Guard, \$17,000 a year for Police Officers, and \$15,000 a year for Security Officers.

Training

The Police Officers receive POST accredited training from the Los Angeles County Sheriff or from Rio Hondo College. Security Officers receive four weeks academy training. Security Guards only receive in-service training after a one to two week orientation.

State Police Officers are assigned investigative duties and will investigate thefts, vandalism and other major problems.

Officers on Duty

It was noticeable that the State only staffed the minimum number of personnel to provide security at the Administration Building located on Broadway. Only two officers provide security on the night watch with a Police officer located in the Command Control Center and a Security Guard making patrols within the building. In the City, there are approximately five officers in City Hall and another five in City Hall East and Mall areas.

Extensive use was made of closed circuit television. Detection devices in the lobby area were placed in operation when the building closed. A closed circuit television provided surveillance of different hallways and critical areas within the building. The intrusion detection devices located in the State Building lobby could be provided or made very inexpensively. The DETEX Clock System of recording watch rounds was not used in State facilities, because their experience indicates that Guards become oriented to a routine and would then hurry through patrols without carefully observing the surroundings. The guards on building patrol were required to call in their location to the main office each hour.

Another noticeable difference in the guard activity at the State compared to the City was that State Security Guards do not enter into departmental areas but merely make door checks from the hallways. There were no safe checks made in the offices as is now being done by City Security in the City offices. The State rationale is that the departments were responsible for their own internal security.

Building Security

When the State Building is closed a sign-in procedure combined with controlled access is initiated. In the City, physical access is made into the building for officer recognition. This controlled access procedure was imposed at the State Building when a State Police Officer was shot.

Crime Prevention Unit

The State Police have a unit which does security surveys for State organizations. Basic information is gathered by the Security Survey Team and then sent to Sacramento for analysis and development of a security plan.

The Los Angeles Police Department has personnel capable of making adequate security surveys for operations in the City and has done so upon request. The State Police Security Organization also provides consultation services to State

organizations requesting security. The cost for security provided to State departments comes from the budget of the requesting department.

In summary, State security operations use fewer positions to provide security to a building, use more detection equipment, use Fire Guards instead of full Security Officers, do not use DETEX clock devices for routine patrols, rely on radio checks to the Central Command station by the Security Guards, use a crime prevention unit for making security surveys, and assist departments in implementing a security program.

Los Angeles County Security Operations

Seven County departments have their own security forces, for the stated purpose of flexibility and the ability to give extra assignments to these officers to help support operations.

Security Officers in the County have three pay grades, generally similar to the City's salary ranges. Most County Security Officers are armed although they are not peace officers.

County Security Officers receive 40 hours training sponsored by the Sheriff's Department. It includes CPR, first-aid and law. The County Personnel Department is preparing a master Security Officer training plan which would be responsive to the total training requirements of all County departments.

The County's analysis of contract security indicates that the outside security force can provide service at approximately 31 percent savings. Specific requirements are written as to the performance levels for outside security.

Security surveys are provided by the Sheriff's Department and by the head of the Security Services. Usually the Sheriff's Department surveys involve maximum security procedures.

The uniforms for the County Security Officers are dark brown trousers and light khaki shirts. They carry batons and cuffs. In County Museums, the primary goal was to have a County attendant in sight, therefore gallery attendants have replaced Security Officers at a substantial saving. County Security Officers do not perform traffic control activities such as guarding the entrance to parking lots or to the mall. These duties are carried out by County parking attendants. The County mentioned training and recruiting of officers as problem areas.

ORGANIZATION AND MANAGEMENT

Organizational Placement of Security Services

The Security Services Section became part of the new General Services Department effective July 1, 1979. It is anticipated that the new organization will correct operational difficulties experienced in the past when Security Services reported to a Building Maintenance General Superintendent who was directing five large maintenance and operation sections consisting of about 900 people in various City-wide locations. The time available for security matters was as a result very limited. In addition, security was not usually in the background or experience of maintenance and operations personnel.

Security Services section is headed by a Chief Security Officer. This classification provided experience in operating a security function, but not sufficient management experience. The security force is reasonably well operated despite the overall lack of definition of security needs. A function which could be termed "Security Administration" needs to be performed. Among the responsibilities would be the development and execution of a City-wide Security Plan, resulting from a security survey proposed elsewhere in this report. This function does not require an additional position, but can be accomplished through an improved span of control in the new General Services Department. In the following section of this report, consolidation of separate security offices for City Hall and City Hall East is recommended. This consolidation could make a Principal Security Officer available to implement the security survey proposed herein. Currently the Department has placed one Principal on off-hour watches to improve supervision, and has a third Principal assigned to coordinate the survey. This is a valid alternative and should be reviewed during the Budget process.

An alternative organizational change would be assignment of the Security Services function to the Police Department. This is not recommended due to the advantages of having all building services, including security, under the control of the General Services Department. However, it was found during the audit that liaison with the Police Department must be improved in several areas noted elsewhere in this report.

Separate Security Operations

The Security organization is currently divided into two separate groups. One Principal Security Officer, based in City Hall, is responsible for City Hall, City Hall South, Saugus, Barnsdall Park and Mount Lee. The other Principal Security

Officer, based in the P-3 level of City Hall East, is responsible for City Hall East, the Mall, Watts Towers and Point Fermin-Korean Bell.

Deployment for these two groups is separate and, except for occasional exchange of officers between City Hall and City Hall East lobbies, no exchange takes place between these groups. The split organization greatly reduces flexibility of assignments. If a particular group is short because of absences, the other group is not called for assistance. The officers assigned to one organization do not learn the other's post assignments.

Each Principal Security Officer has a separate office complete with separate files. A secretary now spends four hours in each office for filing and secretarial work. Duplication of reports is necessary to serve both offices. There is little communication between the two offices regarding security activities or problems.

The City Hall office contains an alarm system which is connected to the Council Offices, Controller, Mayor's Office, and a general fire alarm. The City Hall East Office contains a general fire alarm, and TV monitors which monitor the Mall area and parking levels. If offices are consolidated, these alarms must be combined. However, this combination is relatively simple according to a General Services Department representative.

The Chief Security Officer is located on the mezzanine office area of City Hall East. The Audit Team recommends that all Security offices be centrally located in the City Hall East P-3 level, where the existing City Hall East Security office is now located. The Chief should also have his office in this area so that administration, report writing, and secretarial assistance can be provided to the total Security organization. This combination will permit greater flexibility of deployment, greater efficiency of operations, and a decrease in total number of personnel assigned to the Security organization. As part of the combination, each Security Officer should be trained to handle all Civic Center Security posts.

OPERATIONAL IMPROVEMENTS

Access to City Hall Buildings from Mall Parking Garage

The general public (including transients) and employees can enter and leave City Hall East and City Hall South via stairs and escalators through the parking levels at times when the buildings are supposed to be closed. This negates the effectiveness of Security Officers stationed at other entrances to the City Hall buildings with logs for signing in and out.

The use of the sign in/out registers at entrances begins at about 6:30 p.m. The purpose is to have a record of who has entered or left the buildings after normal working hours in case there is a theft or other problem which requires later investigation. Since access and egress through the parking levels remains uncontrolled until the Mall garage entrances, (which include escalators, stairwells, and driveways) are closed later in the evening (now at 9 p.m.), the desired control on who enters or leaves the Civic Center buildings is lost. The same problem also exists on Saturdays and holidays when the Mall garage is open to the public.

The Audit Team has discussed this problem with representatives of the General Services Department (Public Buildings) and the Fire Department, as well as the Parking Manager. It is our conclusion that a fence similar in type and location to that on the P-1 and P-2 levels should be constructed on the P-3 level to effectively separate the building from the public garage. It is estimated that this would cost approximately \$4,500.

The parking level fences could be locked at 6:30 p.m. and employees entering or leaving City Hall East by car after that time would have to use the Los Angeles Street south garage entrance where a Security Officer is stationed. They would park on the P-3 level on the south side of the new fence when working after 6:30 p.m. or on weekends. Persons parking on the north side of the fence (both the public and some employees) would use the Main Street lobby entrance to City Hall. These (or similar) measures would create inconvenience to some after-hours building users, but the alternative appears to be a significant security breach.

Mall and Plaza Security

The Mall Manager is satisfied with the level of security that officers are providing in the Mall shopping area. Security Officers have no responsibility for the interior of shops. Patrols are made in front of and behind shops to make sure doors

are locked and that there are no persons causing problems. Officers report water leaks, fire and safety hazards, and damage to City property. They act as deterrents to wrongful acts and provide the public with information and assistance.

Transients have become a greater problem in both the Mall and Plaza areas. They tend to move in at night, and there have been instances of break in, defecation, and even one murder. Transients who are sleeping on benches or causing problems in the Plaza are asked to leave, as are those found loitering on the Mall level. It would be desirable if the Mall and Plaza areas were officially closed to the public from midnight to 5 a.m. (similar to City parks), so that the officers would have a firm basis to ask transients to leave and to discourage others from entering during these hours.

City Hall North Vehicular Entrance

Only one phone exists at this entrance and is frequently tied up by individuals who call City departmental personnel for clearance into the reserved City Hall parking area. Other urgent phone calls into or out of this security station cannot take place. A two-phone and two-line system at the City Hall North Vehicular Entrance for emergency use and other urgent phone calls is needed.

Radio for Security Patrol Car

The Security patrol car used by Security Services officers to make patrols of outlying City facilities does not have a radio. The capability for emergency communications to and from the central security office is necessary in security work. A two-way radio should be installed in the Security patrol car.

Training

A formal training program does not now exist for Security Officers. New officers receive only a limited amount of on-the-job training from Senior officers. Many of the Security Officers interviewed by the Audit Team stressed the need for more training in order to do their job adequately. The following areas of training emphasis were mentioned:

- How to handle uncooperative transients
- Self defense
- First aid training
- Legal aspects of an arrest
- How to perform CPR
- Identification and preservation of evidence
- Community and public relations
- Disaster training

Crowd control
Fire prevention
Bomb threats
Use of the baton (defensive)
Report writing

Some officers mentioned that a 40-hour course offered at a local junior college will provide the recognized training applicable for Limited Peace Officer status. The cost is approximately \$50 per student. The Department now plans to use this course as basic training.

The County of Los Angeles Personnel Department is preparing a Master Security Officer Training Plan which is to be responsive to the total training requirements for all County Security Officers. This training plan should be of benefit to assist in determining the training needs of the City's Security Officers.

All officers should receive training to do their jobs adequately. The exact nature of this training must be determined by General Services Department management, within budgetary constraints. A balanced program involving both initial and continuing training must be developed. It appears that some form of roll-call training could be instituted at little cost. The above mentioned junior college course and resources available at the Police Academy should be considered for general training.

Fixed Watches

Security Officers may elect to work fixed watches (day, night and morning) based on seniority. Each Officer has the same days off over the calendar year. For instance, the Day watch has every Saturday and Sunday off, but those officers on the Night and Morning watches never have weekends off. This leads to high absenteeism on some weekends, for instance one weekend night only four officers were available where usually eight are deployed.

No night bonus is paid for Security Officers in the City because a higher base rate negotiated several years ago. With the combined security operations recommended above for Civic Center and the interchangeability of patrol assignments, each Security Officer could be scheduled at least every third weekend off. In addition, with permission of the Watch Commander, trading of days off with another member of the force should be allowed. The Fire Department has a similar "trading" policy.

Absenteeism

The use of sick time by regular Security Officers is significant. A total of 6,829 sick hours was used in 1978, which represents about 3.3 positions, or 4 percent of the 80 positions on the payroll at that time.

The average number of sick hours per officer was approximately 85 as compared with a City-wide average for civilian employees of 68.7 hours in 1978. In addition, a total of 1,317 hours were taken off without pay and without advance approval. This situation requires management attention. A determination should be made as to whether the scheduling changes discussed above would improve sick time usage.

Personnel Identification After Hours

After normal working hours it is difficult to identify authorized personnel in the Civic Center complex. Each City worker has a personnel identification card which could be worn on the outer garment and visitors could be issued a "visitors" card at entry points for identification purposes. Use of identification cards after hours could permit custodians and maintenance personnel to recognize unauthorized personnel in the buildings, and thereby augment the security function. This represents another case of minor inconvenience which must be balanced against the need for security.

Police Department "Hot Line"

There is no direct "hot line" to the Police Department exist in the Central Security Office. Since the Police Department is the prime backup for Security Officers needing assistance, a fast communications link for help is needed. Currently, Security Services is required to phone the regular Police Department complaint board number. A "hot line" to the Fire Department from the Central Security Office now exists.

City Council Security

Currently, emergency security alarm systems exist between Council offices and the City Hall Security Office. The response by an unarmed Security Officer to an emergency alarm could be dangerous to all concerned. Police Officers are in City Hall and provide Council protection in the Council Chamber. Police response is needed to emergency alarms from Council offices to handle situations beyond the capabilities of Security Officers. Security radios should be issued to the Police Officers assigned to City Hall so they can respond to emergency alarms from Council and Mayor's Offices.

Security and Alarm Equipment

Generally, surveillance and detection equipment can be effectively used after hours when public buildings are relatively empty of personnel. However, equipment also can be used to control access to security areas during regular working hours. In either case, the detection equipment can provide an alarm to a central security station so that further action can be taken.

The newer type closed circuit television systems can operate in nearly dark environments, and have the capabilities for remote scanning and zooming in for close observation. Pictures can be taken for later analysis. Some television systems are equipped to give an alarm if movement is detected on the screen so that a central security agent can be alerted to take a closer look.

Individualized card key systems allow only preprogrammed people to enter certain areas and only during certain hours. Closed circuit television cameras can even be used to compare the person's face seeking access with their photo identification card.

Advanced microwave detection systems can detect movement in long hallways or in large rooms, while photoelectric systems detect movement across a light beam.

The Security Survey recommended in this report and the plan that results from that survey, should focus on the use of equipment to provide 24-hour security rather than the current reliance on sporadic checks by patrolling personnel.

Security Reports

Discussions with Senior Security Officers revealed that an inordinate amount of time was spent on paperwork. Part of the problem lies with the necessity to do extensive editing (sometimes typing) of reports prepared by officers. This situation can be resolved by training; however, a decrease in the number of forms is also needed to improve productivity.

We have reviewed the report forms used by Security personnel with the objective of recommending improvements and avoiding duplication or unnecessary items. Following are suggestions with respect to specific forms:

1. Daily Security Officer's Report

- a. Combine the Daily Security Officer's Report forms for City Hall and City Hall East into a single form.

- b. Instruct Security Officers to complete an Incident Report or other appropriate form on all items marked "yes" on Daily Security Officer's Report, rather than writing this information on reverse of Daily Report as currently practiced.
- c. Discontinue the requirement of recording the number of security items (safes, cash drawers, etc.) checked during each patrol as this number is the same each day.

2. Mall Patrol Officer's Check List

Instruct officers to report Mall problems on an exception basis and to record only the beginning and ending times of the Mall door checking process, rather than the specific time each door is checked. Provide space on the Daily Security Officer's Report for this information, and eliminate the Mall Check List.

3. Security Services Discrepancy Report

Place on an approved form rather than typing material on an "Interdepartmental Correspondence" form.

4. Incident Report

Revise the Incident Report so that it can be used to record crime incidents, and eliminate the separate Crime Report form.

5. Injury Report

- a. Security Section's Injury Report need not be completed in the case of injuries to the public because Non-Employee Accident or Illness Report (Form General No. 87) is prepared instead.
- b. Transmit a copy of Security's Injury Report to the injured City employee's department to assist them in preparing "Employer's Report of Occupational Injury or Illness".

6. Non-Employee Accident or Illness Report

Retain copy of Non-Employee Accident or Illness Report in Security files in lieu of Security Injury Report.

7. Arrest Report

No change.

8. Crime Report

Combine into Incident Report as mentioned above.

Watch Commanders have been instructed to type (rather than print) certain types of reports. This does not make the best use of their skills and could be avoided by requiring legible printing. They have also been instructed to obtain the necessary information from the concerned officer and prepare certain reports themselves. These procedures should be eliminated to more effectively utilize the time of supervisors.

STAFFING

Civic Center Security Deployment

Security in the Civic Center complex of buildings composed of City Hall, City Hall East, City Hall South, and the Mall areas is provided by Security Officers deployed on three watches over a 24-hour period. Approximately 16 officers are deployed on the day and night watches from 7:00 a.m. to 3:00 p.m. and 3:00 p.m. to 11:00 p.m. respectively and approximately 13 officers on the morning watch from 11:00 p.m. to 7:00 a.m. Sickness and vacations can reduce the staffing levels to minimums.

Roving patrols and fixed post assignments vary with each building and generally, are as follows:

- a. City Hall - a central security station contains central trouble alarms from Council offices, Controller's Office, Mayor's Office, and manually activated fire alarms. The City Hall north gate on Main Street is manned from 6:00 a.m. to 6:00 p.m. and the City Hall South gate on Main Street is manned from 6:00 a.m. to 1:30 a.m. in the morning.

The primary pedestrian access to City Hall is established at the Main Street entrance for after hours control from 5:30 p.m. to 6:00 a.m. the next morning. A fire watch patrol and a safe check patrol are activated at about 5:30 p.m. and again at approximately 9:00 p.m. The 5:30 and 9:00 p.m. patrols in City Hall use a DETEX clock station which records the patrols on each floor of the building. Windows are closed, electrical apparatus are checked, and any unusual condition is noted. The prime reason for the patrol is fire watch. Patrols are also made outside of the building in the evening hours. During the week, Custodians and maintenance personnel are quite active in the building. In addition public meetings and classes take place.

The day watch is primarily devoted to providing information to the public, controlling vehicle access and exit to City Hall, responding to injuries to City employees or the public, paramedic and fire response assistance, controlling access to the Mayor's Office, general patrol in front of Council Offices, and administrative duties.

A review of the incident reports indicates that the most common items include: removal of transients, peacemaking with irritable persons seeking redress from City officials, making reports on property thefts, and answering many requests from City Hall visitors.

The primary duty in City Hall on night and morning watches is that of fire watch. The highly flammable interior of the building and the lack of sprinkler systems or fire detection systems create a high potential fire danger in the building. A high-rise fire ordinance which requires fire safety measures for high-rise buildings in Los Angeles exempts civic buildings. A trade-off could be made between the installation of fire protection equipment in City Hall and the current periodic fire watch inspections. This involves analysis beyond the scope of this report, and should be incorporated into the security survey recommended herein.

- b. City Hall East and Mall - Building patrols are made at night and a 24-hour security access control is maintained in the P-4 level of the building. This post controls access to the emergency control center and the Data Service Bureau. A 24-hour access control is maintained at the Los Angeles Street entrance to the City Hall East parking area. Patrols are made of the Shopping Mall area and the parking area in the Mall. The primary effort of security in these areas is devoted to surveillance and removal of transients in the area.
- c. City Hall South - this building has security on a 24-hour basis. Security is provided at the Civil Service Commission meetings. Building patrols are made throughout the p.m. and a.m. watches.

Security at Outlying City Sites

Outlying sites provide security are Barnsdall Park, Mount Lee, Saugus, Watts Towers/Art Center, and Point Fermin-Korean Bell site. General Services management informed the Audit Team that a proposal to contract these outlying facilities to private security services is now under study.

Current operations are as follows:

- a. Barnsdall Park - normally this site has one to two officers per watch for 24-hour security protection for Hollyhock House, Junior Arts Center, Municipal Arts Gallery and the Carriage House. General surveillance of buildings and grounds is maintained. Backup assistance is provided by direct radio contact with the Los Angeles Police Department. The rest of the park grounds is under the Recreation and Parks Department Park Rangers and occasional LAPD vehicle patrol.
- b. Mount Lee - one officer was assigned to this City communication facility but the post was eliminated during the course of the audit.

- c. Saugus - this is the site of the defunct Los Angeles Rehabilitation Center. Current security assignments are to protect the Center from fire, theft and vandalism. Juveniles, as well as motorcycles, jeeps, and dune buggies are kept off the property. Usually one officer is assigned to this facility on each watch.
- d. Watts Towers and Arts Center - this site is manned by one officer from 10 a.m. to 10 p.m. during the week and from 9 a.m. to 5 p.m. on Saturdays and Sundays. The Art Center Director has requested 24-hour security protection through Municipal Arts Department management. Currently, a \$70,000 art show is being held at the Center. The State of California is about to start restoration work on the towers. A permanent security plan has not yet been prepared.
- e. Point Fermin-Korean Bell site - this future park is under construction and a security plan for regular park operation has not been proposed.

Currently, 24-hour security service is provided by officers on three watches at the Korean Bell site. Vehicle patrols are made of various areas of the proposed park and include the old weapon bunker area in the park. Trespassers and potential vandalism are some of the problems at the site, but increased security measures may be necessary when the park construction is finished and open to the public.

- f. Outlying City yards and facilities - at least once on the 3 p.m. to 11 p.m. watch and 11 p.m. to 7 a.m. watch, and all watches on weekends, a vehicle patrol is dispatched from City Hall to check several outlying City facilities. A clear policy does not exist as to why some of the outlying facilities are checked and others are not.

Staffing and Deployment

Staffing and deployment were analyzed as part of the audit process. The following observations are made to identify resources which could be shifted to meet increased needs elsewhere. Although we believe some posts could be eliminated with no negative impact, reductions are not recommended. The security survey recommended in this report must be completed to determine overall needs. It is expected that these staffing observations will be incorporated in the survey.

Potential staffing and deployment changes are as follows:

- 1. Contract for security services at Saugus, Watts Towers, and Barnsdall Park.

2. Contract for security services at Saugus, Watts Towers, and Barnsdall Park.

Our information indicates it is generally more economical to contract for security services at outlying locations due to relief and other factors. Two Senior Security Officer and 12 regular Security Officer positions are involved.

It is recommended that the Barnsdall Park contract provide for only one Security Officer at all times and that this officer be located at Hollyhock House and coordinated with the resident caretaker instead of the present location in the basement of the Municipal Art Gallery building. Installation of a siren that will sound when the Gallery alarm system is activated and can be heard anywhere on the premises should be considered.

3. Arrange for the Department of Recreation and Parks to assume responsibility for the security of the Korean Bell in Angel's Gate Park at Point Fermin, and consider installation of a fence and alarm system for security after closing hours.

Four Security Officer positions are involved.

4. Replace the Security Officer on the Monday to Friday day shift at the City Hall garage south entrance with a Parking Attendant. This post does not require a Security Officer during the day shift as there are no real security functions to be performed. Directing cars out of the building can be done by a General Services Department Parking Attendant at reduced cost. Estimated savings are \$6,300 per year.
5. Redeploy the five Security Officer positions used for continuous monitoring of the City Hall East garages by television located in the P-3 Security Office. Continuous monitoring by officers assigned to this post has not been productive, and these positions can be used more effectively elsewhere. Intermittent monitoring by other personnel assigned to the office should be sufficient, i.e., Seniors and relief officers.
6. Reassign additional Security Officer positions by implementing the following changes:

- a. As discussed above, effect better utilization and flexibility of officers by combining City Hall, City Hall East and City Hall South crews. Centralize all security operations at the P-3 level of City Hall East. There are now three separate offices (City Hall, City Hall East, and the Chief's Office) which results in duplication of files and lack of flexibility in use of personnel.
- b. Close the Security Officer post at City Hall South lobby. There is a door entering City Hall South at the Los Angeles Street South garage entrance, which should be used when the building is closed. The garage Security Officer can monitor sign-in and out.
- c. Close City Hall lobby at 11 p.m. Monday to Friday and all day on Saturday and Sunday. Pedestrians should enter City Hall via City Hall East Lobby when City Hall Lobby is closed. It is not necessary to have officers at both lobbys as the number of persons entering is minimal.

The City Hall East lobby contains a security post and should be kept open at all times to provide pedestrian access to City Hall East and City Hall, and to provide access to public restrooms just inside City Hall East lobby. There will be 24 hour Fire, Police and Data Service Bureau operations in City Hall East.

- d. Close the City Hall Tower to the public on Saturday and Sunday. There is a security risk in permitting the public to proceed unescorted to the Tower when the building is closed as they are then free to move anywhere in the buildings and vandals could cause considerable damage. The Tower should remain open only on weekdays when the building is occupied by City employees. This will eliminate the need to assign a security officer or other employee to watch persons going to the Tower area.
- e. Discontinue "relief squads" and assign personnel to each shift to provide coverage for days off.

Our analysis indicates that coverage for days off can be provided by only nine security officers, all but one of whom could work the same shift all week. Under the present method relief squads work different shifts.

The impact of the above changes should be retention of the same level of security at a reduction in cost. The findings of this Management Audit, detailed elsewhere in the report, show

a need for management planning in Security Services. This will become more feasible when efforts are concentrated in the Civic Center area. Current outlying area assignments are difficult to supervise and present problems in providing relief staff. These factors are as decisive as potential cost savings in the recommendation to contract such facilities.

The findings of this report indicate that one Principal Security Officer position could be reassigned when separate security offices are consolidated. Another section of the report recommends that a security survey of all City facilities be conducted and a security plan be developed. The existing position, properly trained and with management assistance, should be used to coordinate this survey.

While only a few specific recommendations are made, there is a high potential for further savings by replacing some personnel with detection devices. This should be a prime consideration during the development of the security plan.

SECURITY IN THE CITY HALL EAST COMPUTER CENTER
AND EMERGENCY OPERATING AREAS

The City Administrative Officer, with the cooperation of the Police Department, has been directed by the Finance and Revenue Committee (CF 77-4749, S-1) to investigate the security procedures in effect at the areas occupied by the Data Service Bureau, General Services Department (PU&T), Fire Department and Police Department on the P-3, P-4 and P-5 levels of City Hall East, and report the findings to the Mayor and City Council. Our findings follow:

Previous Analysis of Problem

The problem of security on P-4 level has been the subject of prior review by outside auditors, the City Controller and the City Administrative Officer. Prior recommendations and their completion status, are summarized below:

1. 1976-77 Independent Audit by Touche Ross and Co. and Ferguson and Co.
 - a. Guards be properly trained in security procedures. (DSB has prepared new procedures for guards).
 - b. Consider construction of new mantrap area to more effectively control entry and exit.
 - c. Consider moving majority of keypunch and data control personnel from operations area. (Partially completed)
2. Coopers and Lybrand "Report on Examination of the City's Data Service Bureau", September 1978.
 - a. Restrict access to the data processing are to personnel who must be present to perform their assigned functions. (Improved)
 - b. The computer room should generally be accessible only to operators and tape librarians. Vendor maintenance personnel and system programmers should be admitted on as-needed basis only. (Improved)
 - c. Access to the Systems Programming area should not be via the computer room. (Alterations programmed for 1979-80)
 - d. Separate data control personnel from computer room. (In process)

- e. Segregate the printer and report distribution areas from the computer room. (Not implemented)
- f. Add function designations to employee badges to identify their work assignment areas. (Not implemented)

3. City Controller's Audit of Data Service Bureau, dated January 18, 1979.

- a. Issuance of temporary badges and access to the computer center installation should require the temporary individual to be escorted by a properly authorized badged employee. (Partially implemented)
- b. DSB request a "Person-Trap" or similar device at entrance to Computer Center Installation to eliminate unrestricted passage past guard station. (Not implemented)

P-4 Facilities

The P-4 level of City Hall East, and adjacent areas on the P-3 and P-5 levels, house critical City operations which if disrupted could seriously affect the ability of the City to function in an effective manner. The control of Fire and Police units in the field could be greatly impaired. Vital City accounting data could be destroyed or tampered with by unauthorized persons gaining access to the Computer Center. The cost to the City could be substantial.

In our opinion, the entire P-4 level must be considered a sensitive area and standardized general admittance procedures developed and rigidly enforced. Within each facility some areas may require more security than others. For example, within the Computer Center the rooms in which the computers and computer tapes are housed are more sensitive than the rest of the Center and additional special access procedures are required by the Data Service Bureau.

Currently, each Department develops its own procedures for passing the Security Officer. We believe that integrated and more compatible procedures must be developed and implemented. (See Recommendation No. 10)

General Services-Security Officer

The Security Officer is located in a booth where he can observe persons entering or leaving the P-4 floor by way of the elevators. However, the Security Officer has a very difficult, if not impossible assignment in trying to identify the many persons continually walking past his post. If he is busy

processing visitors for entrance and a group of employees walk by, it is very difficult to be certain they are all properly identified. A method is needed to force persons to pass the officer one at a time, such as a narrow passage or a card-key turnstile. (See Recommendation No. 11b.)

The procedures vary depending on where a person is going. Procedures for entering the Police and General Services Telephone Operator areas are currently more relaxed than those for entering the Computer Center. However, once in those areas, persons can proceed to the Computer Center if they so desire. There is more discussion of this problem in subsequent paragraphs. It would appear that admittance procedures similar to those for the Computer Center would be desirable for admittance to all areas of P-4. (See Recommendation 11a.)

There is no "emergency" buzzer with which the Security Officer can, without being noticed, request assistance, from the P-3 Security Office, (although there is an intercom to P-3). There should also be another telephone line so that the Officer can receive or make more than one call at a time; or else there should be direct intercom connections to the Main Office of each of the P-4 departments. (See Recommendation No. 11c.)

Data Service Bureau

The Data Service Bureau has written procedures for security at the Computer Center on the P-4 level. The most important features are:

- * Special card-key badges for Data Service Bureau personnel and certain other selected persons.
- * The Security Officer (previously mentioned) to see that persons going to the DSB area are wearing a DSB badge or have obtained and are wearing a temporary badge.
- * Card-key activated doors at the entrance to sensitive areas, with card-keys permitting access on an as-needed basis.
- * A requirement that employees entering at other than normal daytime working hours sign in, that visitors wear temporary badges, and that visitors be escorted by DSB personnel unless they possess special City identification or their name appears on a special list of persons authorized to enter without escort.

The Data Service Bureau has also taken the following steps to improve security:

- * Requested alterations and improvements to physically separate the computer room from other parts of the Computer Center.
- * Requested intercom equipment to facilitate communications between operating units without the need for physical presence.
- * Recently reviewed and updated its security procedures.

We have identified the following problems which remain at the Computer Center:

1. Identification of persons walking by the Security Officer is not sufficiently checked, thereby creating the opportunity for unauthorized persons to enter. (See Recommendation No. 11b.)
2. Persons with City identification can proceed to the Telephone Operators Room without signing in with the Security Officer and obtaining a temporary badge. Once behind the electric door, they could walk into certain parts of the Computer Center (but not the Computer Room itself). (See Recommendation No. 11a.)
3. The card key controlled door to the Computer Center is left propped open during normal daytime working hours because of the large number of persons passing in and out. Also, the card-key controlled door to the data control room has been left open during normal working hours. The fact that these controlled access system doors are left in an unlocked condition during normal working hours represents a security risk for the sake of convenience. The use of a turnstile should be explored to provide a balance of convenience and security.
4. Persons who have been admitted to the Police Department offices on P-4 can also enter the Computer Center through a back hallway without obtaining Computer Center clearance.
5. Two freight elevators serve the P-4 level. One is strictly for the use of the Computer Center and requires a special card key to bring it to the P-4 level, where it opens into the Computer Center (but not the computer room). The other freight elevator is activated by a key in the possession of many General Services (Public Buildings') employees and others and opens at a location between the Security Officer and the electric door. Both of these situations pose possible security problems, and indicate a need for a device to alert the

Security Officer and/or DSB personnel when these elevators stop at the P-4 level. (See Recommendation No. 11e.)

Police Department

The Police Department area is occupied by personnel assigned to the Emergency Command and Control Communications System (ECCCS) project and by personnel assigned to the Tactical Planning Unit.

When the Audit Team initially reviewed this area there were no written procedures for day-to-day security, and the situation was definitely unsatisfactory. Public visitors were sometimes permitted to enter the area unescorted and without prior clearance from Police personnel. The Police Department has subsequently prepared written procedures to control access. It would appear desirable to have a locked door separating the Police and DSB areas. (See Recommendations Nos. 11a, d and f.)

The new Police Department ECCCS Center is under construction and a security plan for that area is to be prepared by a firm under contract to the Police Department.

Fire Department

The Fire Department has a card-key access device at the main entrance to its Operations Control area. However, it is not being used due to past malfunctioning of card readers and difficulty in obtaining card-keys for new personnel. Personnel assigned to the Center have been given regular keys and the Fire Department prefers to continue this procedure. Non-assigned persons are asked to wait in the hallway (outside the door controlled electronically by the Security Officer) until the arrival of a Fire Department O.C.D. escort.

The Department has requested the installation of an intercom at the O.C.D. door so that Fire Department personnel can be voice recognized and permitted to enter without an escort. The Security Officer will be requested to permit persons with Fire Department identification through the electric door when the intercom is installed, but other visitors will still remain outside for an escort.

Assigned personnel sometimes leave unlocked the secondary doors going from the Fire center to other common hallways within P-4. This needs to be corrected by installing locks that cannot be left in an unlocked condition. (See Recommendation No. 11g.)

The Fire Department advises there is a large vent from the O.C.D. kitchen that needs to be protected where it leaves the building. This matter should be pursued by the Fire Department.

City Emergency Operating Center

The Emergency Operating Center (EOC), where City officials and staff personnel coordinate disaster operations, is the responsibility of the City Administrative Officer. The Civil Defense Coordinator has been assigned to develop plans for increased security for this area both during disaster operations and on a day-to-day basis. The door to the EOC beside the Security Officer's post should be equipped with an electric unlocking device which could be activated by the Security Officer. (See Recommendation No. 11f)

In addition to the EOC on the P-4 level there are mechanical rooms with vital support equipment located on the P-3 level. The Civil Defense Coordinator will also be developing plans for increased security of these areas and the hallway and doors leading to them from P-4 and the P-3 garage level.

General Service Telephone Operators

There are no written procedures covering admittance to the area occupied by the City Telephone Operators. However, the Security Officer asks all persons without a City identification to wait for escort by a telephone operator employee.

In summary, an integrated Security Plan must be developed for use by all Departments occupying the P-4 level of City Hall East and related areas on P-3 and P-5. We recommend a task force consisting of a representative from each of the participating departments be created to perform this task on a priority basis (Recommendation No. 10). We further suggest that this task force consider the possible specific action described in Recommendation No. 11.



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